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ABSTRACT

The Emergency Immigrant Education Act of 1984 (EIEA) was enacted in response to the financial crisis facing school districts with large numbers of immigrant students, who generally have limited English proficiency. This report reviews programs funded by the EIEA and provides information for Congress to consider at the next program reauthorization deliberations. The review determined the following: (1) how school districts use EIEA funds; (2) how many districts have EIEA-eligible immigrant students but receive no EIEA funds; (3) how many EIEA students participate in other Federally funded education programs. Information was obtained by surveying 529 school districts that received EIEA funds during the 1989-90 school year and a sample of districts not receiving funds. To provide examples of how school districts use the funds, reviews were made of the programs administered by the school district with the most EIEA students in each of the five states receiving the most EIEA funds: Los Angeles (California), Dade County (Florida), Chicago (Illinois), Houston (Texas), and New York (New York). To qualify for EIEA funding, a school district must have at least 500 immigrant students or these students must represent at least three percent of its total enrollment. The report estimates that in 1989-90 700,000 immigrant students met the EIEA criteria, about 85 percent of whom were in school districts receiving EIEA funds. Less than one-third of EIEA students participated in the other Federally-funded programs reviewed. During 1989-90, about 80 percent of EIEA funds were used to pay for academic instructional programs. Ten tables and 10 appendices are included. (CJS)

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United States General Accounting Office

GAO

Report to Congressional Committees

March 1991

IMMIGRANT EDUCATION

Information on the Emergency Immigrant Education Act Program

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United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

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March 15, 1991

The Honorable Edward M. Kennedy
Chairman, Committee on Labor
and Human Resources
United States Senate

The Honorable William D. Ford
Chairman, Committee on Education and Labor
House of Representatives

The Emergency Immigrant Education Act of 1984 (EIEA) was enacted in response to the financial crisis facing school districts with large numbers of immigrant students. Although the approximately 2.1 to 2.7 million immigrant students represent only about 6 percent of the nation's school-aged children, their geographic concentration has increased the financial burden of some school districts for educating these students, who generally have limited proficiency in English. School districts in California, Florida, Illinois, New York, and Texas are particularly affected. Through the EIEA program, the Congress reimburses school districts for part of the cost of educating these children.

This report responds to the requirement in Public Law 100-297 that we review EIEA-funded programs and provides information for the Congress to consider at the next program reauthorization deliberations. Our review determined (1) how school districts use EIEA funds, (2) how many districts have EIEA-eligible immigrant students but receive no EIEA funds, and (3) how many EIEA students participate in other federally funded education programs.

We obtained this information primarily by surveying the 529 school districts[1] that received EIEA funds in school year 1989-90 and a representative sample of those districts not receiving such funds. This methodology allowed us to develop national statistics about each of our review objectives. (App. I describes the sampling design, data collection, survey response, and precision of the results reported.) To provide examples of how school districts are using the funds, we reviewed the program administered by the school district with the most EIEA students in each of the five states receiving the most EIEA funds. (See apps. II-VI.)

[1]See table I.1, app. I.

To determine how many EIEA students participate in other federally funded education programs, we estimated the number of these students also participating in the

- Chapter 1 Program for Educationally Disadvantaged Children,
- Chapter 1 Program for Migrant Children,
- Bilingual Education Act (title VII) Program,
- State Legalization Impact Assistance Grants Program, and
- Transition Program for Refugee Children.[2]

These programs were selected because the Department of Education believed they were sufficient to meet the educational needs of immigrant students or the programs also provide financial assistance to school districts most affected by immigrant students.

Background

Education administers the EIEA program. It distributes EIEA funds to states based on the ratio of EIEA students[3] in qualifying school districts in each state to the total number of EIEA students in the nation. The states in turn distribute the funds to school districts in proportion to the number of EIEA students in each district.

To qualify for EIEA funding, a school district must have at least 500 immigrant students or these students must represent at least 3 percent of its total enrollment. Only immigrant students who have been in our nation's schools for less than 3 complete academic years can be considered when determining a district's eligibility for EIEA funds and the funding amount. EIEA authorizes a maximum annual appropriation of $500 for each EIEA student in participating school districts.

EIEA allows school districts wide latitude in using the funds. For example, districts may use them for expenses related to remedial instructional programs (e.g., staff salaries) or training for personnel working with immigrant students. Expenses related to English language or bilingual instruction services, the requisition of classroom space, and overhead costs are other examples of allowable costs. School districts

[2]Authorization for this program expired on September 30, 1989. However, because the program was forward funded, some school districts had funding for school year 1989-90.

[3]The term EIEA students means immigrant students who have been enrolled in our nation's schools for less than 3 complete academic years and are in a school district that received EIEA program funds.

can use the funds to benefit any or all of their students, provided the services are related to the educational needs of EIEA students.

The Congress has annually appropriated about $30 million for the EIEA program since its inception in fiscal year 1984. Although the program's appropriation has remained relatively constant, the per student allocation has declined because of increases in EIEA students. For instance, in school year 1984-85 participating school districts received about $86 per EIEA student. By school year 1989-90, this allocation had declined to $62. Table 1 highlights the EIEA funds allocated, the number of EIEA students, and the per student allocation for school years 1984-85 through 1989-90.

Table 1: EIEA Funding History

School year	Appropriation (millions)	EIEA students[a]	Per student allocation
1984-85	$30.0	348,287	$86
1985-86	30.0	422,549	71
1986-87	28.7	436,612	66
1987-88	30.0	428,688	70
1988-89	28.7	427,870	67
1989-90	29.6	478,172	62

[a]Allocations are based on EIEA student counts taken during the preceding school year. For example, the school year 1989-90 per student allocation of $62 is based on a count of eligible immigrant students taken between March and May 1989.

Results in Brief

Most EIEA funds are used to support academic instructional programs. In school year 1989-90, about 80 percent of the funds were used for this purpose. The remaining 20 percent were used for such purposes as student testing and counseling, parental involvement activities, and administrative services.

We estimate that during school year 1989-90, 700,000 immigrant students met EIEA program eligibility criteria. About 564,000 (85 percent) of these students are in the 529 school districts that receive EIEA funds. The remaining 136,000 immigrant children were dispersed among an estimated 4,000 school districts that did not receive EIEA funding because they had too few eligible immigrant students to qualify for funding or did not apply for funding. About 75 percent of the EIEA students in school districts receiving program funds received at least one EIEA-funded service.

We estimate that, with the exception of the Chapter 1 Program for Educationally Disadvantaged Children, less than one-third of the EIEA students participated in the other federally funded education programs we reviewed. As many as 370,000 EIEA students may have participated in this Chapter 1 program. In the other federally funded programs, our estimate of the number of participating EIEA students ranged from 53,000 in the State Legalization Impact Assistance Grants Program to 185,000 in the Transition Program for Refugee Children.

Most EIEA Funds Used for Classroom-Related Activities, Primarily Staff Salaries

In school year 1989-90, school districts used about 80 percent of their EIEA funds to pay for expenses related to academic instructional programs. School districts used the remaining 20 percent for such purposes as student testing and counseling, parental involvement activities, and administrative services. Table 2 summarizes how school districts used their EIEA funding in school year 1989-90.

Table 2: Use of EIEA Funds (School Year 1989-90)

Services	Percent of funding
Instructional	80
Miscellaneous[a]	7
Administrative	5
Parental involvement	4
Testing or career counseling	4
Total	**100**

[a]Those services using less than 4 percent of the EIEA funds, which included acquisition of rental space, construction, transportation, and various other costs.

Most of the EIEA funds supporting academic instructional programs were used for staff salaries and benefits. Of the approximately $25 million used for instructional programs, about $19 million (76 percent) was spent on salaries and benefits for teachers and/or aides. Of the remaining $6 million, $4 million was used to purchase classroom supplies and materials, and $1 million was spent on in-service training, and the remaining $1 million was spent on either instructional equipment or miscellaneous costs (see table 3).

Table 3: Expenses Related to Instructional Programs

Dollars in millions

Expenses	Amount of funding	Percent of funding
Staff salaries and benefits	$19	76
Supplies and materials	4	16
In-service training	1	4
Equipment and miscellaneous	1	4
Total	**$25**	**100**

Of the 529 school districts, 341 (65 percent) devoted at least 90 percent of their grants to academic instructional programs. Table 4 shows the number and percentage of school districts by proportion of their EIEA grants used for academic instructional programs.

Table 4: Percent of EIEA Funds Devoted to Instructional Programs

	School districts	
Percent of funds for instructional program	Number	Percent
100	210	40
90-99	131	25
75-89	95	18
50-74	52	10
25-49	15	2
1-24	9	2
0	17	3
Total	**529**	**100**

EIEA funds support programs that are provided in four types of instructional settings: (1) in-class programs, (2) pull-out programs,[4] (3) after-school and weekend programs, and (4) summer programs. In-class programs are most frequently used. About 30 percent of the school districts using EIEA funds to support instructional services use in-class programs exclusively. Another 25 percent use in-class programs and pull-out programs. Approximately 17 percent use pull-out programs exclusively. Only 3 and 2 percent, respectively, of the districts use either after-school and weekend or summer programs exclusively. The remaining 23 percent use various combinations of all four types of instructional settings.

[4]Programs used by schools to provide instructional services to students outside the normal classroom setting.

About 91 percent of the school districts provide English language instruction with EIEA funds. Although English is the subject most frequently supported with EIEA funds, most school districts teach English in concert with other subjects.

Most school districts receiving EIEA funds have a bilingual education program, and most of these use EIEA funds for its support. In this regard, 413 (79 percent) of the 529 school districts offer a bilingual education program. Of these 413 districts, 334 (81 percent) use EIEA funds for its support.

Both EIEA and non-EIEA students participate in the EIEA-funded instructional programs. About 48 percent of the school districts use EIEA funds to serve EIEA students exclusively. Another 39 percent serve non-immigrant, limited English proficient students, in addition to serving EIEA students. The remaining 13 percent use EIEA funds to provide services that benefit all of their students.

About 65 percent of the 529 EIEA districts serve all their EIEA students with the funding provided. Overall, an estimated 421,000 EIEA students (75 percent) received at least one EIEA-funded service in school year 1989-90.

EIEA Grants Are Made to School Districts With the Most Immigrant Students

As the Congress intended, EIEA funds are provided to school districts with the largest concentrations of immigrant students who have been in our nation's schools for less than 3 complete academic years. In total, we estimate that there were 700,000 such students in over 4,500 of our nation's 15,000 school districts during school year 1989-90.[5] Of these 700,000 students, about 564,000 (85 percent) were in the 529 districts receiving EIEA grants. The remaining 136,000 students were dispersed among an estimated 4,000 districts that did not receive EIEA funds.

About 90 percent of the unfunded school districts were ineligible for funds. In each there were fewer than 500 EIEA-eligible students and they represented less than 3 percent of the total school population. About 60 percent of these districts had fewer than 10 immigrant students that meet the EIEA program eligibility criteria.

[5]The estimates in this section are based on samples and have an associated sampling error. At the 95-percent confidence level, the confidence intervals are as follows: (1) 637,000 to 761,000 EIEA-eligible students in our nation's schools for less than 3 complete academic years, (2) 73,000 to 197,000 such students in schools districts receiving no EIEA funds, and (3) 250 to 600 school districts that are eligible for but did not receive EIEA funds.

Of the remaining 400 school districts (10 percent), almost all were eligible for funding because their EIEA-eligible students represented more than 3 percent of the district's total student population. Very few districts had 500 or more EIEA-eligible students. However, none of these districts applied for funding. Officials from these districts offered several reasons for not applying. Many said they were unaware of the program or thought they were ineligible. Others said they lack the resources to identify immigrant students or cited other reasons.

Estimates of EIEA Students Participating in Other Programs Vary by Program

Using the data provided by school districts, we estimate the number of EIEA students participating in the other federal education programs we examined ranged from 53,000 in the State Legalization Impact Assistance Grants Program to 370,000 in the Chapter 1 Program for Educationally Disadvantaged Children. These estimates represent between 9 and 66 percent, respectively, of the approximately 564,000 EIEA students that were in the 529 school districts that received EIEA funds. (See table 5.)

Table 5: EIEA Students Participating in Other Federal Education Programs[a]

Program	Minimum		Maximum	
	Number[b]	Percent	Number[b]	Percent
Chapter 1 Program for Educationally Disadvantaged Children	280,000	50	370,000	66
Transition Program for Refugee Children	126,000	22	185,000	33
Bilingual Education Act Program (title VII)	105,000	19	174,000	31
Chapter 1 Program for Migrant Children	87,000	15	137,000	24
State Legalization Impact Assistance Grants Program	53,000	9	59,000	10

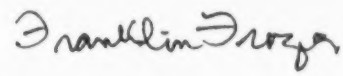
[a]These estimates probably overstate the number of students participating in school year 1989-90. In developing them, we included all EIEA students in districts that either did not respond to these questions or stated that they received funds from these programs but did not estimate the number of participating students. As a result, these estimates could be overstated by about 10 percent for the Chapter 1 Program for Educationally Disadvantaged Children and 7 percent for each of the other programs. See appendix I, p. 17 for further information on the methodology used to compute these estimates.

[b]All numbers have been rounded to the nearest thousand.

Agency Comments

In its comments on a draft of this report, Education stated that the report provides important information for local, state, and federal officials to consider as EIEA reauthorization issues are discussed. Education also provided technical comments, and we incorporated their suggested changes. (See app. IX.)

We are sending copies of this report to other congressional committees, the Secretary of Education, and other interested parties. Please call me on (202) 275-1793 if you or your staffs have any questions. Other major contributors to this report are listed in appendix X.



Franklin Frazier
Director, Education and
Employment Issues

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Abbreviations

EIEA	Emergency Immigrant Education Act of 1984
GAO	General Accounting Office

Technical Description of Objectives, Scope, and Methodology

To assist the Congress in the next EIEA program reauthorization deliberations, the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988 (P.L. 100-297) required us to review EIEA-funded programs. Based on discussions with congressional committee offices, we agreed to determine:

- how school districts use EIEA funds,
- how many school districts have EIEA-eligible students but receive no funds, and
- how many EIEA students participate in other federally funded education programs.

We surveyed our nation's school districts to obtain the information required to respond to our objectives. Surveying these districts allowed us to obtain national statistics for each of our objectives. We also visited one school district in each of the five states with the most EIEA students to obtain detailed information on how school districts are using EIEA funding.

Sampling Strategy

For our survey, we divided all school districts in the 50 states and the District of Columbia into three groups: (1) districts that received EIEA funding during school year 1989-90, (2) districts that received no EIEA funding located in states that did, and (3) districts that received no EIEA funding located in states that received no EIEA funding. These groups were developed from information that Education provided us.

To survey the school districts, we developed two standardized mail questionnaires, one to obtain information about school districts receiving EIEA funds (see app. VIII) and a second for districts not receiving them.

By surveying all the school districts receiving EIEA funds, we were able to estimate how all EIEA funds are being used and how many EIEA students participated in the other federally funded programs we examined. By randomly sampling districts not receiving EIEA funds, we are able to statistically estimate the number of immigrant students who have attended U.S. schools for less than 3 complete academic years, in all school districts that did not receive EIEA funding for school year 1989-90.

Survey Response

We mailed our questionnaires to 1,541 school districts in May 1990. We did two follow-up mailings, one in June 1990 and the other in August 1990. About 87 percent of the districts responded. Table I.1 shows, by sampling group, the total school districts, the original sample size, the adjusted sample and population size, and the number of responses received.

Table I.1: Survey Summary

Sampling groups	Total school districts	Original sample size	Adjusted sample size	Adjusted population size	Responses	Response rate (percent)
EIEA-funded districts	541	541	529[a]	529[a]	448	85
Non-EIEA-funded districts located in 31 funded states[b]	9,963	500	511[a]	10,098	452	88
Non-EIEA-funded districts located in 20 nonfunded states	4,585	500	484[a]	4,444	426	88
Total	**15,089**	**1,541**	**1,524**	**15,071**	**1,326**	**87**

[a]Adjusted based on the number of districts that told us they had been improperly classified in the original sample grouping. We assume that the nonrespondents were properly classified.

[b]This includes the District of Columbia.

Sampling Errors

All sample surveys are subject to sampling errors (i.e., the extent to which the results differ from what would be obtained if the whole population had received and returned the questionnaire). Because the information about school districts not receiving EIEA funds are based on a sample, there is a margin of error or imprecision surrounding all the statistics we report. This imprecision is commonly shown by confidence intervals. Confidence intervals for this study are calculated at the 95-percent level. These intervals for each of the statistics we report for school districts not receiving EIEA funds are shown in table I.2.

Table I.2: Confidence Intervals for Estimates From Non-EIEA Districts (95-Percent Confidence Level)

Statement	Estimate	Lower bound	Upper bound
EIEA-eligible students in U.S. schools	700,000[a]	637,000[a]	761,000[a]
EIEA-eligible students in districts not receiving EIEA funds	136,000	73,000	197,000
Districts not receiving EIEA funds that have EIEA-eligible students	4,000	3,600	4,500
Percent of districts ineligible for EIEA funding that have EIEA-eligible students	89	85	94
Percent of districts ineligible for EIEA funding that have less than 10 EIEA-eligible students	59	52	66
Districts not receiving EIEA funds that have EIEA-eligible students and are eligible for EIEA funding	400	250	600

[a]Each of these numbers include 564,000 EIEA students in the 529 districts receiving EIEA funds.

Nonsampling Errors

We based our estimates for all EIEA-funded districts on those districts that responded to our survey. We assumed that responding districts were representative of all EIEA-funded districts. Using this methodology, our estimate of the total EIEA funding received by school districts was within 5 percent of the amount the Congress appropriated.

School district officials were unable to tell us exactly how many of their EIEA students participate in other federal education programs. District officials told us, generally, they only maintain lists of participants in individual programs and compiling a list containing information on all programs in which EIEA students participate would require them to expend additional resources. For this reason, we asked them to estimate, within ranges, the percentage of EIEA students participating in other federal education programs. We used the lower and upper bounds of these ranges to estimate the minimum and maximum participating in these other programs.

In estimating the number of EIEA students participating in other federal programs, we limited our analysis to the:

- Chapter 1 Program for Educationally Disadvantaged Children,
- Chapter 1 Program for Migrant Children,
- Bilingual Education Act (title VII) Program,
- State Legalization Impact Assistance Grants Program, and
- Transition Program for Refugee Children.

We selected the first three programs because Education, in either the program's fiscal year 1984-88 budget justifications or the program's April 1987 reauthorization hearing, said that they were sufficient to meet immigrant students' educational needs. We selected the other two programs because, like EIEA, they are intended to provide financial assistance to school districts heavily impacted by immigrant students.

Case Study Methodology

To obtain a detailed description of how school districts in different parts of the country use EIEA funds, we visited one school district in each of the five states with the most EIEA students: California, Florida, Illinois, New York, and Texas.

To review the major programs funded by EIEA, we reviewed the EIEA program receiving the most funding in each state visited. In total, the five school districts we visited received about $7 million of the $29.6 million appropriated for school year 1989-90. The school districts we visited were:

- Los Angeles Unified School District, Los Angeles, California;
- Dade County Public Schools, Miami, Florida;
- Chicago Public Schools, Chicago, Illinois;
- Houston Independent School District, Houston, Texas; and
- Division of High Schools, New York City, New York.

At each school district we reviewed EIEA program and other district records and interviewed district personnel. In addition, at three of these districts we observed the EIEA-funded services being provided. Appendixes II through VI briefly summarize how the districts we visited used their school year 1989-90 EIEA funds. Appendix VII contains characteristics of the EIEA students in the 529 school districts that participate in the EIEA program.

We conducted our review between January and October 1990 in accordance with generally accepted government auditing standards.

Los Angeles Unified School District

Statistical Profile (School Year 1989-90)

Student Populations	
District:	610,149
EIEA students:	61,648
EIEA students being served (estimate):	12,000
Budgets	
District:	$3.9 billion
EIEA:	$3.9 million
Use of EIEA Funds	
Instructional:	82 percent
Transportation:	9 percent
Administrative:	5 percent
Other:	3 percent
Space Rental:	1 percent
Estimated Number of EIEA Students Participating in Other Federal Programs	
Bilingual Education Act (title VII) Program:	1,000–12,000
Chapter 1 Program for Educationally Disadvantaged Children:	49,000–61,000
Chapter 1 Program for Migrant Children:	12,000–24,000
Transition Program for Refugee Children:	Fewer than 1,000

Background

The Los Angeles Unified School District had the nation's largest EIEA student population in school year 1989-90. Its EIEA student population of 61,648 is about 10 percent of its total student population.

In school year 1989-90, the district received nearly $4 million in EIEA funding and provided services to about 12,000 EIEA students. The district used most of these funds to pay for instructional services designed to improve the English language skills of EIEA students. The services are provided in a special program exclusively for these students.

Immigrant Student Population Trend

The district's EIEA student population is increasing faster than its overall student population. The number of EIEA students increased by about 18 percent between school years 1985-86 and 1989-90, while the district's overall student population increased by about 8 percent. According to

program officials, the EIEA students entering the district are predominately limited English proficient; as a result, the district must provide more English language instruction services than it would otherwise.

How EIEA Funds Are Used

In school year 1989-90, the district used all of its EIEA funds to support a special program for EIEA students. In supporting this program, the district used about 82 percent of its funds for instructional services, 9 percent for transportation services, 5 percent for administrative services, 3 percent for psychological and health education services, and 1 percent for classroom space.

The district's EIEA program provides 120 hours of intensive English language development and health and counseling services to newly arrived immigrant students. The district offers the program during the summer to EIEA students enrolled in schools observing the traditional 9-month school year and between sessions for EIEA students enrolled in year-round schools. This program is supported almost entirely with EIEA funds.

The district's EIEA program serves an estimated 12,000 EIEA students, or about 20 percent of its EIEA student population. Program officials stated that EIEA funds are insufficient to serve all EIEA students who need the services offered, and for this reason they restrict participation to only the most needy students. The EIEA students' home schools identify and nominate students for this program.

In supporting this program, the district used about 82 percent of its EIEA funds for the instructional services provided. Teachers' salaries were the largest expense in the program. Other instructional services include materials and supplies and in-service training for counselors, nurses, and teachers.

The district used 9 percent of its EIEA funds to pay for busing students to the program. According to program officials, many immigrants live in areas where schools are unable to host the EIEA program because they are overcrowded. In these cases, the district buses the students to other schools where space is available.

The district used about 5 percent of its EIEA funds to help pay the administrative costs of identifying eligible students and salaries of clerical staff who help administer the program.

The district used about 3 percent of its EIEA funds to provide psychological and health education services to EIEA students. According to program officials, many of these students come from war-torn countries and have difficulty dealing with war trauma and adjusting to U.S. schools. In addition, many of them need basic health education so they can become familiar with fundamental health practices.

The remaining 1 percent of the district's funds pays for classroom space. In addition to busing students to other schools, the district rents classroom space at nonschool facilities in order to avoid keeping some schools, which otherwise would be closed, open for the EIEA program.

EIEA Students Served by Other Federal Programs

Program officials estimate that, in school year 1989-90, relatively few EIEA students participated in the other federally funded programs we reviewed except for the Chapter 1 Program for Educationally Disadvantaged Children. According to program officials, between 49,000 and 61,000 EIEA students (80 to 100 percent of the district's total EIEA population) participated in this Chapter 1 program. In contrast, they also estimated that only about 12,000 to 24,000 and 1,000 to 12,000 EIEA students participated in the Chapter 1 Program for Migrant Children and Bilingual Education Act (title VII) Programs, respectively. Fewer than 1,000 EIEA students participated in services funded by the Transition Program for Refugee Children, but these students received no EIEA-funded services. No EIEA student received services funded by the State Legalization Impact Assistance Grants Program because the district did not participate in this program.

Dade County Public Schools

Statistical Profile (School Year 1989-90)

Student Populations	
District:	278,963
EIEA students:	19,211
EIEA students being served (estimate):	17,000
Budgets	
District:	$2 billion
EIEA:	$1 million
Use of EIEA Funds	
Instructional:	100 percent
Estimated Number of EIEA Students Participating in Other Federal Programs	
Bilingual Education Act (title VII) Program:	Data not available
Chapter 1 Program for Educationally Disadvantaged Children:	Data not available
Chapter 1 Program for Migrant Children:	Fewer than 50
State Legalization Impact Assistance Grants Program:	Data not available
Transition Program for Refugee Children:	Data not available

Background

The Dade County Public Schools had the nation's second largest EIEA student population in school year 1989-90. The district's 19,211 EIEA student population is approximately 7 percent of its total student population.

In school year 1989-90, the district received about $1 million in EIEA funding and provided services to about 17,000 EIEA students. The district used these funds to provide transitional bilingual education and English as a Second Language instruction to both EIEA and non-EIEA students.

Immigrant Student Population Trend

The district's EIEA student population is increasing faster than its overall student population. The number of EIEA students increased by about 30 percent between school years 1985-86 and 1989-90, while the district's overall student population increased by about 23 percent. According to program officials, the EIEA students entering the district are predominately limited English proficient; as a result, the district must provide more English language instruction than it would otherwise.

How EIEA Funds Are Used

In school year 1989-90, the district used all its EIEA funds to pay for instructional services. About 99 percent of the funds were used to pay teachers' salaries for providing English language instruction in either a bilingual or English as a Second Language program. Dade County used the remaining 1 percent for materials and supplies.

The district merges its EIEA funds with state, local, and other federal funds into one account devoted to its bilingual education department. This department then uses this combined account to hire teachers and aides and buy supplies and material for its instructional program. This program includes both bilingual and English for Speakers of Other Languages certified instructors. The district's limited English proficient students receive bilingual instruction, English language instruction, or a combination of both depending on their level of English proficiency.

EIEA Students Served by Other Federal Programs

Except for the Chapter 1 Program for Migrant Children, district officials were unable to estimate the number of EIEA students who participated in the other federally funded education programs we reviewed. According to the Director of Attendance Services, fewer than 50 EIEA students participated in this Chapter 1 program in school year 1989-90.

Chicago Public Schools

Statistical Profile (School Year 1989-90)

Student Populations	
District:	404,991
EIEA students:	15,834
EIEA students being served (estimate):	14,000
Budgets	
District:	$2.1 billion
EIEA:	$950,000
Use of EIEA Funds	
Instructional:	90 percent
Administrative:	6 percent
Programs for parents:	2 percent
Transportation:	2 percent
Estimated Number of EIEA Students Participating in Other Federal Programs	
Bilingual Education Act (title VII) Program:	Fewer than 3,000
Chapter 1 Program for Educationally Disadvantaged Children:	Fewer than 200
Chapter 1 Program for Migrant Children:	Fewer than 3,000
Transition Program for Refugee Children:	Fewer than 3,000

Background

The Chicago Public Schools had the nation's third largest EIEA student population in school year 1989-90. Its 15,834 EIEA student population is approximately 4 percent of its total student population.

In school year 1989-90, the district received about $950,000 in EIEA funding, and provided services to over 14,000 EIEA students. The district used most of its EIEA funds to purchase supplies and material that are used to improve the English language skills of both EIEA and non-EIEA students.

Immigrant Student Population Trend

Like the district's overall student population, the number of EIEA students is declining. Moreover, the EIEA population is decreasing faster than the overall student population. The number of EIEA students decreased by about 10 percent between school years 1984-85 and 1989-90. During this time, the district's overall student population decreased by about 6 percent. According to program officials, the EIEA students entering the district are mostly limited English proficient; as a result,

the district needs to provide more English language instruction services than it would otherwise.

Despite the past decreases in the EIEA student population, program officials expect the number of EIEA students to increase dramatically in school year 1990-91. Program officials told us that in previous years, local schools undercounted the number of EIEA students because they were unfamiliar with how to identify immigrant students. To correct this problem, officials worked with local schools to help them properly identify EIEA students. They anticipate this will increase the EIEA student population by approximately 6,600 students in school year 1990-91 to about 23,000 students.

How EIEA Funds Are Used

In school year 1989-90, the district used EIEA funds for four purposes. It used about 90 percent for instructional services, 6 percent for administrative services, 2 percent for programs for parents, and the final 2 percent for transportation. In accordance with Illinois' Chicago School Reform Act of 1988, local school councils determined how the EIEA funds were used.

The Chicago School Reform Act requires that school districts place responsibility for planning school budgets and curriculum at the local school level. The act established local councils comprised of parents, local school officials, teachers, and community representatives who are responsible for determining how schools should spend all their funds, including federal funds. The act requires the councils to develop budgets detailing how they will use all funds and submit the plan to the district for approval. The district is responsible for assuring compliance with all state and federal regulations.

The district used the funds devoted to instructional services for three purposes. About 86 percent of the instructional services funds were spent on supplies and materials used to assist instructors providing English language instruction to EIEA and non-EIEA students. About 9 percent of the funds were used to pay salaries and provide in-service training for teachers and aides working with limited English proficient children. The remaining 5 percent were used to purchase instructional equipment.

The district used about 6 percent of its EIEA funds to pay the salaries of clerical and support staff who help administer the program.

The district used about 2 percent of its EIEA funds to pay for programs for parents. These services include providing parent orientation to the district and translating materials, such as notices of parent-teacher meetings.

The district used the final 2 percent of its EIEA funds to pay for transportation costs, such as transporting students on field trips and to school.

EIEA Students Served by Other Federal Programs

Program officials estimate that the number of EIEA students who participated in the other federally funded education programs we examined is small. These officials estimated that fewer than 3,000 (20 percent) of the EIEA students participated in either the Bilingual Education Act (title VII) Program, the Chapter 1 Program for Migrant Children, or the Transition Program for Refugee Children. They also estimate that fewer than 200 EIEA students participated in the Chapter 1 Program for Educationally Disadvantaged Children. The district used all of its State Legalization Impact Assistance Grants funds for adult education; thus, no EIEA student participated in this program.

Houston Independent School District

Statistical Profile (School Year 1989-90)

Student Populations[a]	
District:	191,284
EIEA students:	14,001
EIEA students being served (estimate):	6,317
Budgets	
District:	$720 million
EIEA:	$400,000
Use of EIEA Funds	
Instructional:	85 percent
Administrative:	10 percent
Programs for parents:	5 percent
Estimated Number of EIEA Students Participating in Other Federal Programs[b]	
Chapter 1 Program for Educationally Disadvantaged Children:	1,500–2,500
Chapter 1 Program for Migrant Children:	Fewer than 1,500
State Legalization Impact Assistance Grants:	5,000–6,000
Transition Program for Refugee Children:	5,000–6,000

[a]The district undercounts the number of EIEA students by excluding those immigrant students who can also be counted under the State Legalization Impact Assistance Grants Program and Transition Program for Refugee Children. We calculated the EIEA student population by adding in these immigrant students. The district served all 6,317 students it counted.

[b]The estimated figures for EIEA students are based on the 6,317 EIEA students the district counted.

Background

The Houston Independent School District had the nation's fourth largest EIEA student population in school year 1989-90. The district's 14,001 EIEA student population is approximately 7 percent of its total student population.

In school year 1989-90, the district received about $400,000 in EIEA funding and provided services to about 6,000 EIEA students. The district used most of its EIEA funds to provide transitional bilingual education and English as a Second Language instruction to improve both EIEA and non-EIEA students.

Immigrant Student Population Trend

The district's EIEA student population is increasing while its overall student population is declining. In this regard, the number of EIEA students increased by 29 percent between school years 1985-86 and 1989-90.

while the district's overall student population decreased by 1 percent. According to program officials, the EIEA students entering the district are primarily limited English proficient; as a result, the district must provide more English language instruction than it would otherwise.

How EIEA Funds Are Used

In school year 1989-90, the district used EIEA funds for three purposes. The district used about 85 percent of these funds for instructional services, 10 percent for administrative services, and 5 percent for programs for parents.

The district used most of the instructional services funds to supplement its transitional bilingual and English as a Second Language instructional program by paying the salaries of an EIEA coordinator and approximately 25 teacher aides. The EIEA coordinator's duties include providing in-service training to teachers to improve their effectiveness in instructing limited English proficient students, determining which schools to assign EIEA-funded aides, and monitoring teacher aides' performance.

Teacher aides work with EIEA and non-EIEA limited English proficient students in both elementary and secondary schools. The district places most of the EIEA-funded aides in elementary schools because district officials believe that intervention at an early age is the most effective method of mainstreaming these students into the standard school curriculum.

About 10 percent of the district's EIEA funds were used for administrative costs. These included the cost of identifying eligible immigrant students and the salaries of clerical and support staff assisting the EIEA coordinator.

The district used the remaining 5 percent of its EIEA funds to pay for programs for parents. These services included translating materials, such as student progress reports and providing parent orientation to school district expectations.

EIEA Students Served by Other Federal Programs

Program officials estimate that, in school year 1989-90, most of the district's EIEA students, about 5,000 to 6,000 (80 to 100 percent) participated in both the State Legalization Impact Assistance Grants Program and Transition Program for Refugee Children. On the other hand, these officials estimate that only about 1,500 to 2,500 EIEA students participated in the Chapter 1 Program for Educationally Disadvantaged Children and fewer than 1,500 in the Chapter 1 Program for Migrant Children. None of the district's EIEA students participate in the Bilingual Education Act (title VII) Program because the district does not receive any of these funds. All of these estimates are based on only those 6,300 EIEA students that the district identified. The participation rates for the district's other 7,700 EIEA students were unavailable.

Division of High Schools, New York City Public Schools

Statistical Profile (School Year 1989-90)

Student Populations	
District:	259,983
EIEA students:	9,284
EIEA students being served (estimate)[a]	1,800
Budgets	
District:	$840 million
EIEA:	$600,000
Use of EIEA Funds	
Instructional:	76 percent
Counseling:	20 percent
Programs for parents:	3 percent
Administrative:	1 percent
Estimated Number of EIEA Students Participating in Other Federal Programs	
Bilingual Education Act (title VII) Program:	2,000–4,000
Chapter 1 Program for Educationally Disadvantaged Children:	8,000–9,000
Transition Program for Refugee Children:	Fewer than 2,000

[a]EIEA students who participated in a summer school program. Other EIEA students may be served by the materials and supplies sent to all schools.

Background

The Division of High Schools, New York City Public Schools, had the nation's sixth largest EIEA student population in school year 1989-90. Its EIEA student population of 9,284 is approximately 4 percent of the district's total student population. The Division of High Schools is the largest of New York City's 31 school districts.

In school year 1989-90, the school district received over $600,000 in EIEA funding and provided services to about 1,800 EIEA students attending a special summer program. The division used most of this funding to pay for instructional services designed to improve the English language skills of EIEA students and to orientate them to the city and high school. These services are provided during the summer program exclusively for newly arrived EIEA students.

Immigrant Student Population Trend

For the 3 school years for which data were available (1987-88, 1988-89, and 1989-90), the division's EIEA population, like its overall student population, declined. Program records show that the EIEA student enrollment decreased by 2 percent between school years 1987-88 and 1989-90. During the same period, the division's overall student population decreased by 4 percent. According to program officials, the EIEA students entering the district are predominately limited English proficient; as a result, the district must provide more English language instruction services than it would otherwise.

Program officials believe that the number of EIEA students did not actually decline from school year 1987-88 to 1989-90, but that local school officials undercounted them. To correct this problem, program officials worked with local school officials on the proper methods and importance of identifying all EIEA students. As a result, program officials believe that the division's EIEA student population will increase by approximately 14,000 in school year 1990-91 to about 23,000.

How EIEA Funds Are Used

In school year 1989-90, the division used EIEA funds for four purposes. The division used about 76 percent of the funds for instructional services, 20 percent for counseling services, 3 percent for parent services, and 1 percent for administrative services. Most of these services are related to the summer school program for EIEA students.

The division's summer school program is a voluntary 6-week summer orientation program for EIEA students who are new to secondary schools. In this summer program, EIEA students are provided English as a Second Language instruction and introduced to New York City's educational system and to the city. They are also provided individual and group counseling to guide their career choices and help them adjust to New York City's high schools.

In supporting the program, the division used about 76 percent of its EIEA funds for teachers, aides, and other program staff salaries and for training costs. In addition, the division used 20 percent of its EIEA funds to subsidize the salaries of bilingual guidance counselors.

The division used about 3 percent of its EIEA funds to create information centers for parents of immigrant students. These centers provide information about school activities, rules, and requirements. The centers are designed to provide this information in the parents' native language in surroundings that are less intimidating than school offices.

The district used the remaining 1 percent of its EIEA funds for administrative activities, such as identifying eligible immigrant students.

EIEA Students Served by Other Federal Programs

Except for the Chapter 1 Program for Educationally Disadvantaged Children, program officials estimate that, in school year 1989-90, few EIEA students participated in the other federally funded programs we reviewed. Program officials estimated that about 8,000 to 9,000 EIEA students (80 to 100 percent) participated in this Chapter 1 program. However, school officials estimated that only about 2,000 to 4,000 participated in the Bilingual Education Act (title VII) Program and fewer than 2,000 participated in the Transition Program for Refugee Children. No EIEA students in the division participated in the State Legalization Impact Assistance Grants program or the Chapter 1 Program for Migrant Children because the division did not receive funds from these programs.

Characteristics of EIEA Students

EIEA students are primarily Hispanic, limited English proficient, and in elementary school grades (see the following tables).

Table VII.1: Ethnicity of EIEA Students

Figures in percent

Ethnicity	Estimated EIEA students
Hispanic	60
Asian	22
White, Non-Hispanic	8
Black, Non-Hispanic	6
Pacific Islanders	2
Other	2
Total	**100**

Table VII.2: English Proficiency of EIEA Students

Figures in percent

Proficiency	Estimated EIEA students
Limited proficiency	90
Proficient	10
Total	**100**

Table VII.3: Grade Levels of EIEA Students

Figures in percent

Grade level	Estimated EIEA students
Pre-Kindergarten	1
Elementary grades	60
Middle/Junior high grades	18
High school grades	21
Total	**100**

GAO's Questionnaire Sent to School Districts Receiving EIEA Funds

|_|_|_|_|_|

U.S. GENERAL ACCOUNTING OFFICE
Survey of School Districts

The General Accounting Office (GAO), an agency of the U.S. Congress, is conducting a review of the Emergency Immigrant Education Act (EIEA). This review will provide information that the GAO will present to the Congress at reauthorization hearings for this Act.

The Congress would like to know how EIEA funding is used, the characteristics of eligible immigrant children, the relationship between EIEA and other Federally-funded programs, and the effects of the EIEA. To obtain this information, GAO is conducting a survey of all 544 school districts that received an EIEA grant for the 1989-90 school year. According to Department of Education records, your school district was among those that received a grant.

Please complete this questionnaire and return it within one week of receipt to the:

U.S. General Accounting Office
350 South Figueroa Street
Suite 1010
Los Angeles, CA 90071
Attn: Edward M. Zagalo

We have included a pre-addressed, postage-paid return envelope for your convenience. The person responsible for your district's language program for limited English proficient students can probably answer most of these questions. Other district staff may need to be consulted to respond to others.

If you have any questions about this questionnaire please call Mr. Zagalo collect at (213) 894-3813. He will be happy to help you.

Your participation in this survey is essential. With your help we can provide the Congress with information that will be very useful to them when they decide whether or not to reauthorize the EIEA.

Thank you for your cooperation.

I. INFORMATION ABOUT THE SCHOOL DISTRICT

1. Which grades did your school district offer during school year (SY) 1989-90? (CHECK ALL THAT APPLY.)

1.[ ]Pre-kindergarten

2.[ ]Kindergarten

3.[ ]First through fifth

4.[ ]Sixth

5.[ ]Seventh

4.[ ]Eighth

5.[ ]Ninth

6.[ ]Tenth through twelfth

2. During SY 1989-90, what was your school district's total enrollment? (ENTER NUMBER.)

_____students

3. Please enter the approximate total district budget for SY 1989-90? (ENTER DOLLAR AMOUNT.)

$_____.00

II. YOUR DISTRICT'S EIEA STUDENTS

4. Consider your district's total student enrollment during SY 1989-90. About how many of these students were

born outside the U.S. and its territories,

AND

had attended school in the U.S. for less than three complete years?

(ENTER NUMBER. INCLUDE ONLY PUBLIC SCHOOL STUDENTS.)

_____ ==>HEREAFTER, THESE STUDENTS ARE REFERRED TO AS "EIEA STUDENTS" --THAT IS, STUDENTS WHO ARE COUNTED WHEN DETERMINING IF A DISTRICT IS ELIGIBLE FOR EMERGENCY IMMIGRANT EDUCATION ACT (EIEA) FUNDING.

5. During SY 1989-90, about what proportion of your EIEA students were in each grade category listed below?
(ENTER PERCENT FOR EACH. IF NONE, ENTER "0".)

Pre-kindergarten _____%

Your elementary grades _____%

Your middle or junior high school grades _____%

Your high school grades _____%

\+ _____

TOTAL EIEA STUDENTS 100 %

6. About what proportion of these EIEA students were:

(ENTER PERCENT FOR EACH. IF NONE, ENTER "0".)

Asian, ____%

Pacific Islander, ____%

Black, non-Hispanic, ____%

Hispanic, regardless of race, ____%

White, non-Hispanic, ____%

Other? (PLEASE SPECIFY.)

a. _____ ____%

b. _____ ____%

\+ _____

TOTAL EIEA STUDENTS 100 %

7. During SY 1989-90, about what proportion of your district's EIEA students were limited in their ability to understand, speak, read, or write English, i.e. limited English proficient?
(ENTER PERCENT OR CHECK BOX.)

_____%

0.[ ] No EIEA students were limited English proficient ==>(SKIP TO SEC. III, PAGE 4.)

8. To become English proficient, do your limited English proficient EIEA students, in general, need more, about as much or less instruction and other educational services than limited English proficient students who are not EIEA students? (CHECK ONE.)

1.[ ]Limited English proficient EIEA students need much less than other limited English proficient students

2.[ ]Need somewhat less than other limited English proficient students

3.[ ]Need about as much as other limited English proficient students

4.[ ]Need somewhat more than other limited English proficient students

5.[ ]EIEA students need much more than other limited English proficient students

6.[ ]N/A--district has no non-EIEA limited English proficient students

9. Overall, about how many native languages, not counting English, were represented among these limited English proficient EIEA students? (ENTER NUMBER.)

_____languages

10. In how many of these languages, if any, did your district provide a bilingual program during SY 1989-90? (ENTER NUMBER OR CHECK BOX.)

_____languages

0.[ ] None

III. NEEDS OF EIEA STUDENTS

11. We would like to know what needs your district's EIEA students have.

In PART A, indicate what proportion, if any, of these students need each of the services listed in the left column. (CHECK ONE BOX FOR EACH.)

In PART B, indicate whether your district is able to provide these students with all, most, some, a little, or none of the service they need. (CHECK ONE BOX FOR EACH.)

	PART A: Proportion of EIEA Students Who Need Each						PART B: District was able to provide:				
	(0%)	(1-19%)	(20-39%)	(40-59%)	(60-79%)	(80-100%)	ALL	MOST	SOME	A LITTLE	NONE
	01	02	03	04	05	06	07	08	09	10	11
1. English language instruction											
2. Instruction in other academic subjects using the student's native language											
3. Native language instuction primarily intended to maintain or develop native language skills											
4. Remediation in basic academic skills (math and reading)											
5. Tutoring in other academic subjects											
6. Formal testing/ evaluation to assess or place students											
7. Orientation in fundamental behavioral expectations of school											
8. Acculturation											
9. Counseling for psychological problems exclusive to immigrants											

11. (continued)

	PART A Proportion of EIEA Students Who Need Each						PART B District was able to provide:				
	(0%)	(1-19%)	(20-39%)	(40-59%)	(60-79%)	(80-100%)	ALL	MOST	SOME	A LITTLE	NONE
	01	02	03	04	05	06	07	08	08	10	11
10. Other mental health screening or counseling											
11. Assistance in obtaining outside mental health services											
12. Career counseling											
13. Formal physical health screening or treatment											
14. Assistance in obtaining outside physical health screening or treatment											
15. Translation services for parents											
16. Parent orientation to school expectations/ societal norms											
17. Other school involvement activities for parents											
18. Assistance in obtaining food/clothing and other social services											
19. Other needs of EIEA students (PLEASE SPECIFY.) a. _____ _____ b. _____ _____											

12. Consider the needs listed in question 11. Overall, which of these is your EIEA students' most, second most, and third most critical need?
(ENTER ITEM NUMBER FOR EACH.)

|__|__|--most critical need

|__|__|--second most

|__|__|--third most

13. To what extent did your district do each of the following during SY 1989-90?
(CHECK ONE BOX FOR EACH ITEM.)

	TO A GREAT EXTENT	TO A MODERATE EXTENT	TO SOME EXTENT	NOT AT ALL
	1	2	3	4
1.Adapt its usual materials to instruct immigrant students				
2.Acquire materials specially designed for immigrant students				
3.Adapt its usual curriculum to instruct immigrant students				
4.Acquire curriculum specially designed for immigrant students				
5.Provide in-service training to teach teachers or aides to instruct/relate to immigrant students				
6.Orient immigrant students to fundamental behavioral expectations of school				
7.Help immigrant students adapt to American culture				

IV. EIEA-FUNDED PROGRAMS DURING SY 1989-90

14. Did your school district receive an EIEA grant for SY 1989-90?

1.[ ]Yes

2.[ ]No—>(SKIP TO SECTION V, PAGE 14.)

15. About how much EIEA funding did your district receive for Sy 1989-90? (ENTER DOLLAR AMOUNT.)

$_____.00

16. We would like to know what district programs during SY 1989-90 were funded with EIEA grant money, the kinds of students EIEA-funded programs were available to, and the proportion of your SY 1989-90 EIEA grant devoted to different types of programs. REMEMBER by "EIEA students" we mean students who are born outside the U.S. and its territories -and- have attended school in the U.S. for less than three complete years.

In PART A indicate whether or not, during SY 1989-90, any EIEA grant money was devoted to each of the programs/services listed below. (CHECK EITHER "YES" OR "NO" FOR EACH.)

For each "yes" in PART A, in PART B indicate whether the program/service was available to EIEA, non-EIEA limited English proficient (LEP) students, other students or some combination of these three groups. (CHECK ALL THAT APPLY.)

In PART C, enter the approximate proportion, if any, of your total EIEA grant that was devoted to each program/service. (ENTER PERCENT FOR EACH. IF NONE, ENTER "0".)

	PART A: During SY 1989-90, Funded with EIEA Grant Money		PART B: Available to: (CHECK ALL THAT APPLY.)			PART C: Proportion of EIEA Grant Devoted to Each
	YES	NO	EIEA STUDENTS	NON-EIEA LEP STUDENTS	OTHER STUDENTS	
	1	2	3	4	5	
CONSTRUCTION						
1. Classroom space						____ %
2. Other construction						____ %
ACQUISITION OR RENTAL OF SPACE						
3. Classroom space						____ %
4. Other space						____ %
TRANSPORTATION INCLUDING PURCHASE OF VEHICLES						
5. Student transportation for instructional and non-instructional academic programs						____ %
6. Student transportation for non-academic programs						____ %
7. Other transportation/travel						____ %

16. (continued)

	PART A: During SY 1989-90, Funded with EIEA Grant Money		PART B: Available to: (CHECK ALL THAT APPLY.)			PART C: Proportion of EIEA Grant Devoted to Each
	YES	NO	EIEA STUDENTS	NON-EIEA LEP STUDENTS	OTHER STUDENTS	
	1	2	3	4	5	
ACADEMIC INSTRUCTIONAL PROGRAMS FOR STUDENTS (Include staff salaries/benefits and in-service training, consultant fees, equipment, materials, and other costs associated with each of the following that you haven't already counted above.)						____%
8. English language instruction or tutoring						
9. Instruction or tutoring in other academic subjects using the student's native language						
10. Native language instruction or tutoring to maintain/develop native language						
11. Remediation in basic academic skills (reading and math)						
12. Instruction or tutoring in other academic subjects						
ACADEMIC NON-INSTRUCTIONAL PROGRAMS FOR STUDENTS (Include staff salaries/benefits and in-service training, consultant fees, equipment, materials, and other costs associated with each of the following that you haven't already counted above.)						____%
13. Formal testing/evaluation to assess or place students						
14. Career counseling						
15. Other academic non-instructional programs or services for students (PLEASE SPECIFY.) _____ _____						

CONTINUED ON NEXT PAGE

16. (continued)

	PART A During SY 1989-90, Funded with EIEA Grant Money		PART B Available to: (CHECK ALL THAT APPLY.)			PART C Proportion of EIEA Grant Devoted to Each
	YES	NO	EIEA STUDENTS	NON-EIEA LEP STUDENTS	OTHER STUDENTS	
	1	2	3	4	5	
NON-ACADEMIC PROGRAMS/SERVICES FOR STUDENTS (Include staff salaries/benefits and in-service training, consultant fees, equipment, materials, and other costs associated with each of the following that you haven't already counted above.)						____%
16. Counseling for psychological problems exclusive to immigrants						
17. Other mental health screening or counseling						
18. Assistance in obtaining outside mental health services						
19. Formal physical health screening or treatment						
20. Assistance in obtaining outside physical health services						
21. Assistance in obtaining food, clothing and other basic needs						
22. Other non-academic programs or services for students (PLEASE SPECIFY.) _____ _____						
PROGRAMS/SERVICES FOR PARENTS						____%
23. Translation services for parents						
24. Parent orientation to school expectations/societal norms						
25. Other school involvement activities for parents						

16. (continued)

	PART A: During SY 1989-90, Funded with EIEA Grant Money		PART B: Available to: (CHECK ALL THAT APPLY.)			PART C: Proportion of EIEA Grant Devoted to Each
	YES	NO	EIEA STUDENTS	NON-EIEA LEP STUDENTS	OTHER STUDENTS	
	1	2	3	4	5	
ADMINISTRATIVE ACTIVITIES						____%
26. Activities to identify eligible immigrant students						
27. Administrative and clerical staff salaries/benefits						
28. Other costs to administer the EIEA grant						
OTHER EIEA-FUNDED PROGRAMS/SERVICES NOT ACCOUNTED FOR ABOVE (PLEASE SPECIFY.)						
30. _____						____%
31. _____						____%
32. _____						____%
TOTAL EIEA GRANT FOR SY 1989-90						+ 100 %

17. During SY 1989-90, about how much of your EIEA grant did your district devote to academic instructional programs for students (refer to this category in question 16.)? (ENTER DOLLAR AMOUNT OR CHECK BOX.)

$_____.00

0.[ ]N/A--Did not devote any EIEA grant money to academic instructional programs for students ==>(SKIP TO QUESTION 19.)

18. Consider the amount of EIEA grant money that your district devoted to academic instructional programs for students. About how much of this amount was spent on each of the items listed below? (ENTER DOLLAR AMOUNT FOR EACH.)

1. Salaries/benefits for teachers and aides $_____.00

2. Consultant fees related to academic instructional programs for students _____.00

3. Inservice training for teachers/aides _____.00

4. Instructional equipment expected to last for more than one year _____.00

5. Instructional materials and supplies _____.00

6. Other expenditures related to academic instructional programs for students (PLEASE SPECIFY.)

_____

_____ _____.00

\+_____

EIEA GRANT MONEY SPENT ON ACADEMIC INSTRUCTIONAL PROGRAMS FOR STUDENTS _____.00

19. For each of the three program categories listed below, indicate the types of programs, if any, that were funded with your SY 1989-90 EIEA grant. (CHECK ONE BOX FOR EACH.)

	Types of Programs Funded with EIEA Money (CHECK ALL THAT APPLY.)				
	IN-CLASS PROGRAMS DURING NORMAL SCHOOL HOURS	PULL-OUT PROGRAMS DURING NORMAL SCHOOL HOURS	ADD-ON PROGRAMS AFTER SCHOOL AND ON WEEKENDS	ADD-ON PROGRAMS DURING SUMMER BREAK	N/A NO EIEA FUNDING DEVOTED TO THIS CATEGORY
	1	2	3	4	5
1. Academic instructional programs for students					
2. Academic non-instructional programs for students					
3. Non-academic programs/services for students					

20. Did all EIEA students participate in or receive at least one EIEA-funded program or service during SY 1989-90?

1.[ ]Yes--all participated/received service]—>(SKIP TO SEC. V, PAGE 14.)

2.[ ]No--some did not

21. About what proportion of EIEA students participated in or received at least one program/service? (CHECK ONE.)

_____% of EIEA students participated/received service

22. Check the statement(s) below that best describes why all EIEA students did not participate in or receive an EIEA-funded program or service. (CHECK ALL THAT APPLY.)

1.[ ]Not all EIEA students needed the programs/services offered

2.[ ]Limited resources precluded offering programs/services to all EIEA students who needed them

3.[ ]Other (PLEASE SPECIFY.)

_____

_____

_____

_____

V. LANGUAGE PROGRAMS TO SERVE LIMITED ENGLISH PROFICIENT STUDENTS, IN GENERAL

23. During SY 1989-90 were any of your district's students (including but not limited to EIEA students) limited in their ability to understand, speak, read, or write English, i.e. limited English proficient?

1.[ ]Yes

2.[ ]No—>(SKIP TO SECTION VI, PAGE 18.)

24. In total, about how many of your students, including EIEA students, were limited English proficient? (ENTER NUMBER.)

_____limited English proficient students

25. During SY 1989-90 did your district provide an English language instruction program for any limited English proficient students?

1.[ ]Yes

2.[ ]No—>(SKIP TO QUESTION 27.)

26. Whether or not they were certificated, how many teachers did your district employ, during SY 1989-90, to teach the English language to limited English proficient students? (ENTER NUMBER OR CHECK BOX.)

_____English language instruction teachers

0.[ ]None

27. During SY 1989-90 did your district provide instruction in other academic subjects to limited English proficient students using their native language, i.e. bilingual instruction?

1.[ ]Yes

2.[ ]No—>(SKIP TO QUESTION 31.)

28. Whether or not they were certificated, how many teachers did your district employ during SY 1989-90 to provide bilingual instruction? (ENTER NUMBER OR CHECK BOX.)

_____bilingual teachers

0.[ ] None

29. In how many languages did your district provide a bilingual instruction program? (ENTER NUMBER.)

_____languages

30. Please list the languages in which your district provided a bilingual instruction program.

1. _____
2. _____
3. _____
4. _____
5. _____

31. In how many languages, other than English, were your district's teachers or teachers aides able to communicate with limited English proficient students?
(ENTER NUMBER. IF NONE ENTER "0".)

_____languages

32. During SY 1989-90 did your district provide a native language instruction program for limited English proficient students--that is, a program primarily intended to maintain or develop their native language skills?

1.[ ]Yes

2.[ ]No

33. Irrespective of funding source, what was your district's total SY 1989-90 budget for English, bilingual and native language instruction programs for limited English proficient students?
(ENTER DOLLAR AMOUNT OR CHECK BOX.)

$_____.00

0.[ ] N/A--district did not provide any of these programs—>(SKIP TO QUESTION 36.)

34. During SY 1989-90, was any EIEA grant money used to support your district's English, bilingual or native language instruction programs for limited English proficient students?

1.[ ]Yes

2.[ ]No—>(SKIP TO QUESTION 36.)

35. About what proportion of your district's total SY 1989-90 budget for these programs came from your SY 1989-90 EIEA grant?
(ENTER PERCENT.)

_____% of budget came from EIEA grant

36. Regardless of what you provide or are required to provide by the State, which of the following approaches to English language acquisition do you believe is most effective? (CHECK ONE.)

1.[ ]Submersion -or- teaching all subjects in only the English language

2.[ ]Submersion plus ESL -or- teaching all subjects in only the English language, supplemented with formal English language instruction

3.[ ]Teaching academic subjects in English supported by the native language, as necessary

4.[ ]Transitional bilingual education -or- teaching academic subjects in both English and the native language as necessary until English language skills are acquired

5.[ ]Maintenance bilingual education -or- teaching academic subjects in both the native and English language with the intention of maintaining and building native along with English language skills

6.[ ]Other (PLEASE SPECIFY.)

_____

_____

37. In PART A indicate how many school years it takes, on average, for your district's limited English proficient students in each category listed to acquire the basic functional ability to understand and speak English. (CHECK ONE BOX FOR EACH.)

In PART B indicate how many school years it takes, on average, for students in these same categories to become academically proficient--be able to understand, speak, read and write--in the English language. (CHECK ONE BOX FOR EACH.)

	PART A Number of School Years Till Functionally Proficient					PART A Number of School Years Till Academically Proficient				
	<1	1-<2	2-<3	3-<4	4 or more	<1	1-<2	2-<3	3-<4	4 or more
	01	02	03	04	05	06	07	08	09	10
1. Pre-kindergarten										
2. Your elementary grades										
3. Your middle or junior high school grades										
4. Your high school grades										

VI. OTHER FEDERAL PROGRAMS

38. We would like to know what other Federal programs your district participated in during SY 1989-90. In PART A indicate whether or not your school district received funding for SY 1989-90 from each of the programs listed. (CHECK EITHER "YES" OR "NO" FOR EACH.)

For each "yes", in PART B roughly estimate the proportion of all EIEA students during SY 1989-90 that received services funded by that program. (CHECK ONE BOX FOR EACH.)

	PART A Received Funding?		PART B Proportion of EIEA Students Served					
	YES	NO	NONE (0%)	A FEW (1-20%)	SOME (20-39%)	ABOUT HALF (40-59%)	MOST (60-79%)	ALL/ALMOST ALL (> 80%)
	1	2	3	4	5	6	7	8
1. Chapter I, Program for Educationally Disadvantaged Children in Low Income Communities								
2. Chapter I, Program for Migrant Children								
3. Title VII, Bilingual Education Act								
4. Immigrant Reform and Control Act (IRCA) Impact Grants								
5. Transitional Program for Refugee Children (TPRC)								
6. Free or reduced lunch program								

VII. ADDITIONAL INFORMATION

39. Please enter the name, title and telephone number of the person who was primarily responsible for completing this questionnaire.

Name: _____

Title: _____

Telephone number: (_____) _____
area code number

40. If you have any comments related to these questions or the EIEA grant program, please write them in the space below. You may attach a separate sheet if you need more space.

THANK YOU FOR YOUR HELP!

|_|_|_|-|_|_|_|

|_|_|_|_|_|_|_|

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Comments From the Department of Education

UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE DIRECTOR FOR BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS

FEB 11 1991

Mr. Franklin Frazier
Director, Education and Employment Issues
United States General Accounting Office
Human Resources Division
Washington, D.C. 20548

Dear Mr. Frazier:

Thank you for the opportunity to review and comment on the GAO draft report, "Immigrant Education: Information on the Emergency Immigrant Education Act program", dated January 15, 1991.

We commend you for a well-written and easily understood report. The report provides important information for local, state, and federal officials to consider as reauthorization issues are discussed for the Emergency Immigrant Education Act (EIEA).

The Department offers the following technical comments to be taken into consideration when preparing the final report.

Now on p. 2

EIEA Regulations, page 4, second full paragraph

As written, this paragraph suggests that EIEA regulations are broader than their authorizing statutory provisions. In fact, the language of 34 CFR Section 581.50 is virtually identical to Section 4407(b) of the EIEA.

Now on p. 3

Table 1: EIEA Funding History, page 6

The number of students counted for school-year 1985-1986 is incorrectly stated. The correct number is 422,549.

Now table I.1 on p. 15

Table 4: Sampling Groups and Survey Size, page 16

Table 4 shows that the District of Columbia was not funded under the Emergency Immigrant Education program in school year 1989-1990. Our records show that the District received $319,458 in fiscal year 1989 (school-year 1989-1990) EIEA funds.

400 MARYLAND AVE., S.W. WASHINGTON, D.C. 20202

Page 2 - Letter to Mr. Frazier

Now on p. 20

EIEA Students Served By Other Federal Programs, page 28

Contrary to the statement at the bottom of this page, Department records indicate that the Los Angeles Unified School District received $211,034 in fiscal year 1989 Transition Program for Refugee Children funds.

If we can provide additional assistance, please let me know.

Sincerely,

Rita Esquivel

Rita Esquivel
Director

Major Contributors to This Report

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